



The Town of Eaton Comprehensive Plan

Approved

June 11, 2018



Prepared by:

Town of Eaton Board of Trustees; Staff

Table of Contents

HISTORY OF THE TOWN OF EATON.....	6
INDICATORS OF CHANGE.....	6
SECTION 1: PLAN SUMMARY	
LEGAL STATUS OF THE TOWN OF EATON’S COMPREHENSIVE PLAN	8
HOW WAS THE COMPREHENSIVE PLAN DEVELOPED?	8
HOW TO USE THE COMPREHENSIVE PLAN	9
Guiding Decisions	9
Plan Review	9
ISSUES ADDRESSED BY THE COMPREHENSIVE PLAN	10
OVERALL COMPREHENSIVE PLAN COMPONENTS AND GOALS	11
Community Character	11
Environmental Issues	11
<i>Air Quality.....</i>	<i>12</i>
<i>Water Quality.....</i>	<i>12</i>
<i>Hazardous Waste</i>	<i>12</i>
<i>Prime Agricultural Lands</i>	<i>12</i>
Community Services.....	12
<i>Parks, Recreation and Open Space</i>	<i>12</i>
<i>Schools.....</i>	<i>12</i>
<i>Police and Fire Protection</i>	<i>12</i>
Public Improvements	12
<i>Transportation.....</i>	<i>13</i>
<i>Water and Sewer Services</i>	<i>13</i>
<i>Storm Drainage.....</i>	<i>13</i>
Housing.....	13
Economic Development.....	13
Growth of the Town.....	13
SECTION 2: OVERALL GOALS FOR THE TOWN OF EATON	
OVERALL GOALS FOR THE TOWN OF EATON	15
SECTION 3: COMMUNITY CHARACTER	
WHAT IS THE CHARACTER OF EATON?	17
GOALS AND POLICIES.....	17
SECTION 4: ENVIRONMENTAL ISSUES	
WHAT ARE THE ENVIRONMENTAL ISSUES FACED BY THE TOWN OF EATON?.....	20

CONSTRAINTS TO DEVELOPMENT..... 20

<i>Flood Plain</i>	<i>20</i>
<i>Oil and Gas Wells</i>	<i>21</i>

ENVIRONMENTAL GOALS AND POLICIES..... 21

Listed below are specific policies that expand upon the goals set forth in Component 1 of the General Comprehensive Plan Goals.....	21
<i>Air Quality</i>	<i>21</i>
<i>Hazardous Wastes.....</i>	<i>22</i>
<i>Water Quality.....</i>	<i>22</i>
<i>Prime Agricultural Lands</i>	<i>22</i>
<i>Urban Forest.....</i>	<i>22</i>

SECTION 5:COMMUNITY SERVICES

PARKS AND OPEN SPACE..... 24

SCHOOLS..... 24

POLICE PROTECTION 25

FIRE PROTECTION..... 25

GOALS AND POLICIES..... 26

The following is an outline of specific policies that expand upon the goals set forth in Component 3 of the General Comprehensive Plan Goals.....	26
<i>Parks, Recreation and Open Space Goals and Policies.....</i>	<i>26</i>
<i>Schools Goal and Policies.....</i>	<i>27</i>
<i>Police and Fire Protection Goal and Policies</i>	<i>27</i>

SECTION 6: PUBLIC IMPROVEMENTS

TRANSPORTATION..... 29

WATER AND SEWER SERVICES..... 30

STORM DRAINAGE..... 30

GOALS AND POLICIES..... 30

The following outline of goals and policies provides a more detailed interpretation of the goals set forth in Section 1.5, The Overall Comprehensive Plan Goals.....	30
<i>General Goal and Policies.....</i>	<i>30</i>
<i>Transportation Goals and Policies</i>	<i>31</i>
<i>Water and Sewer Services Goal and Policies</i>	<i>32</i>
<i>Storm Drainage Goal and Policies.....</i>	<i>32</i>

SECTION 7: ECONOMIC DEVELOPMENT

EATON’S ECONOMYERROR! BOOKMARK NOT DEFINED.

GOALS AND POLICIES..... 34

SECTION 8: HOUSING

HOUSING IN THE TOWN OF EATON	37
---	-----------

GOALS AND POLICIES.....	37
--------------------------------	-----------

SECTION 9: GROWTH OF THE TOWN OF EATON

INTRODUCTION	39
---------------------------	-----------

EXISTING LAND USE.....	39
-------------------------------	-----------

<i>Residential Land Use</i>	<i>39</i>
<i>Commercial Land Use.....</i>	<i>40</i>
<i>Industrial Land Use.....</i>	<i>40</i>
<i>Public / Semi-Public Land Uses</i>	<i>40</i>
<i>Roads and Rights-of-Way.....</i>	<i>40</i>
<i>Vacant Lands</i>	<i>40</i>

EXISTING ZONING.....	40
-----------------------------	-----------

THE LAND USE PLANNING FRAMEWORK.....	42
---	-----------

THE COMPREHENSIVE PLANNING AREA	43
--	-----------

THE FUTURE LAND USE PLAN WITHIN THE UGA	43
--	-----------

GOALS AND POLICIES.....	45
--------------------------------	-----------

SECTION 10: IMPLEMENTING THE PLAN

STRATEGIES TO IMPLEMENT THE COMPREHENSIVE PLAN.....	47
--	-----------

<i>Urban Growth Boundary and Annexation Guidelines.....</i>	<i>47</i>
<i>Annexation Requirements.....</i>	<i>Error! Bookmark not defined.</i>
<i>Annexation Checklist.....</i>	<i>48</i>
<i>Zoning Regulations</i>	<i>48</i>
<i>Subdivision Regulations.....</i>	<i>49</i>
<i>Site Plan Review</i>	<i>49</i>
<i>Capital Improvements Program.....</i>	<i>49</i>
<i>Additional Actions to Undertake.....</i>	<i>49</i>

UPDATING THE PLAN.....	50
-------------------------------	-----------

APPENDIX 1: MAPS

MAP 1: REGIONAL SETTING

MAP 2: EXISTING LAND USE

MAP 3: EXISTING ZONING

MAP 4: COMPREHENSIVE LAND USE PLAN

MAP 5: PLANNING BOUNDARIES

MAP 6: EASE OF ACCOMMODATING STORM DRAINAGE

MAP 7: EASE OF ACCOMMODATING WATER SERVICE

MAP 8: EASE OF ACCOMMODATING SANITARY SEWER SERVICE

Introduction

History of the Town of Eaton

Eaton was incorporated as a town in 1892. As noted in the Souvenir Pictorial Review published in 1907 by The Eaton Herald, the town was *“built on a foundation of the irrigated agriculture of the great plains.”* Located on the mainline of the Union Pacific Railroad, Eaton became a major processing and shipping center in northern Colorado. In 1902, according to the Eaton Herald, *“the first sugar factory in Weld County was completed and through its demand for additional workers, both in the factory and in the beet fields, immediately doubled the population and business of the region.”*

As the town grew, the city fathers responded. The Herald reported that *“a complete sewer system followed the erection of the waterworks, making possible sanitary plumbing and adding immensely to the healthfulness and cleanliness of the town, as well as to the comfort of its people. The city fathers builded (sic) wisely and the benefits follow steadily if silently.”* As the town continued to grow, the Town’s Board of Trustees continued to respond, deciding to grade streets, upgrade the water system, provide fire hydrants and install street lights. In the early 1900’s, Eaton’s robust economy and its responsive town board prompted the Herald to proclaim *“clean streets and shady lawns make a handsome town.”*

“The city fathers builded wisely and the benefits follow steadily if silently...”

The local economy’s foundation in agriculture has remained strong. Eaton takes pride in that foundation and considers itself the town of *“Beef, Beets and Beans”*.

INDICATORS OF CHANGE

As we blossom into the first decades of the 21st century Eaton is showing signs of change. Although still dependent, in large part, on the surrounding agricultural economy, Eaton is experiencing the forces of a strong regional economic boom. Located only a few miles from major employment centers in Greeley, Fort Collins and Windsor, people look to Eaton as an attractive alternative in which to reside. Long-time residents, as well as newcomers enjoy the small town atmosphere.

“The Plan that follows is one of the Town’s tools to prepare and respond to the pressures of change.”

U.S. Bureau of the Census and Colorado State Demographer statistics reveal how the town has grown. In 2010, the population of Eaton was 4,384. In 2015, the population is estimated to be over 4,925 which is an increase of over 12% in five years. In 2010, the number of housing units was 1,621. In 2015 the town reached 1,819 housing units.

As the population of Eaton increases, so does the demand for public services such as water and sewer, street construction and maintenance, parks and schools and the need

to build new neighborhoods, new places to shop and new places to work. The prospect of growth prompted the Eaton Town Board of Trustees to prepare its first comprehensive plan in 1999. The plan that follows is an update to the 1999 plan written by the Eaton Planning Commission and Town Staff. It continues to be one of the basic tools used to prepare for and respond to the pressures of change. It is intended to not respond only to the new, but also, to hold on to what makes Eaton the attractive place that it is today.



INTRODUCTION

SECTION 1: PLAN SUMMARY

LEGAL STATUS OF THE TOWN OF EATON'S COMPREHENSIVE PLAN

The Colorado Revised Statutes give the authority and responsibility to municipal planning commissions to “make and adopt a master plan for the physical development of the municipality (C.R.S. 31-23-206).” The statute further states, “the plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare” (C.R.S. 31-23-207).

Eaton’s Town Board adopted this Land Use Plan Update in XXXXXX of 2018. The Plan portrays a preferred future for Eaton achievable over the next several years. The Planning Commission should review this Plan on an as needed basis and amend the Plan if conditions warrant. Within five to seven years, the Town staff should undertake a comprehensive review to ensure that the stated goals and policies are consistent with the changing needs of the community.

“the plan shall be made with the general purpose of guiding and accomplishing a coordinated, harmonious development of the municipality and its environs...”

HOW WAS THE COMPREHENSIVE PLAN DEVELOPED?



Several techniques were used to ensure that the original Plan represented the future visions of the citizens of the Town of Eaton. These included confidential interviews, public meetings, and the formation of an advisory group. At the beginning of the process, confidential interviews were conducted with individuals who represented a broad spectrum of community interests, including business persons, developers, elected officials, clergy, school district representatives, new residents, life-long residents, senior citizens, and parents of young children. From those interviews preliminary themes were developed regarding the concerns to be addressed in the Comprehensive Plan.

A “town-meeting” was held, that was advertised to all citizens of Eaton and individuals with an interest or stake in Eaton’s future. This meeting provided community members an opportunity to discuss how they envisioned Eaton in the future. Several common themes were presented during that meeting, which were then incorporated into this Comprehensive Plan.

Finally, an advisory group was formed to monitor the development of the Comprehensive Plan and to serve as ‘information liaisons’ to and from the community at-large. This advisory group was comprised of members of the Board of Trustees, the Planning Commission, and citizen representatives.

HOW TO USE THE COMPREHENSIVE PLAN

GUIDING DECISIONS

- The Plan should be used to guide decision making in issues regarding growth of the Town, environmental quality, use of prime agricultural lands, public improvements (including transportation, water, sewer and storm drainage), community services, community character, economic development, and housing.
- The Board of Trustees, Staff and various boards and commissions should use the Plan to determine annual work programs and budgets.
- The Plan should be reviewed every 1-3 years by the Town Board, Planning Commission and Town staff. The intent of this review should be to verify if certain policies have been applied successfully, are no longer valid and should be discarded, or if new concerns need to be addressed. Amendments could be added to the plan as a supplemental Chapter in the beginning of the document or in a new copy printed with all revisions.
- The Plan should be available to aid other community organizations, local agencies or businesses in their investment decisions or short and long term goal setting.
- The Plan should prove useful to Eaton residents, property owners, developers and the real estate community in the marketing of development or redevelopment. The Plan provides information, policies, and guidance on important community topics.
- The Plan should be made available to all prospective businesses, employers, and residents to help them understand the desires of the community and how it plans to fulfill them.

PLAN REVIEW

- The Town Staff should compare any proposed land use action within the Town boundaries (including annexation proposals, rezoning requests, subdivision applications, vacation of rights-of-way and variances from regulation) to the Land Use Plan and corresponding Land Use Maps for conformance. The Town staff should then report to the Planning Commission and the Board of Trustees whether or not the proposed land is in conformance with the Land Use Plan.
- Any land use plan should be reviewed to assure that it conforms to the Land Use Plan.
- Changing conditions or unique circumstances may require an amendment to the Land Use Plan. Amendments should occur only if community benefits are clearly identified and they do not

Town of Eaton, Planning Commission and Staff

compromise other community goals and policies. Additionally, the goals and policies should be consulted when reviewing proposals to see if they conform to the community's image and goals.

- If the Land Use Plan is amended, the necessary zoning and related development approvals should also be amended so that they are consistent with the newly amended Land Use Plan and map.

ISSUES ADDRESSED BY THE COMPREHENSIVE PLAN

The following is an outline of the **Issues** addressed in this Comprehensive Plan. These **Issues** were identified through confidential interviews with Eaton citizens, discussed at an initial Town meeting and formulated from the advice of Eaton Comprehensive Plan Advisory Group members. Community issues have been categorized into seven plan elements:

1. **Community Character**
2. **Environmental Issues and Prime Agricultural Lands**
 - **Natural and Manmade Constraints to Development**
 - **Air Quality**
 - **Hazardous Wastes**
3. **Community Services**
 - **Quality of Schools**
 - **Youth / Senior Programs**
 - **Parks, Trails and Open Space**
4. **Public Improvements**
 - **Maintenance**
 - **Identifying Capacity**
 - **Improvement Costs**
5. **Housing**
 - **Identification of Housing Needs**
6. **Economic Development**
 - **Retail Development**
 - **Industrial Development**
7. **Growth of the Town**

Town of Eaton, Planning Commission and Staff

- Rate, Type and Location of Growth
- Future Land Use

OVERALL COMPREHENSIVE PLAN COMPONENTS AND GOALS

The Plan provides several goals and policies that can guide the Town of Eaton toward realizing its overall vision

Goals are general concepts that should guide all decision-making. They address and summarize the concerns and desires of the community’s residents and business and property owners.

Policies provide more specific direction for The Town’s Board of Trustees, Planning Commission and Town Staff regarding public investments, community form and function, and land use matters. Policies state the desired direction for the Town of Eaton. Policies should be reviewed by the Board of Trustees and the Planning Commission to ensure that they adequately and clearly articulate the desires of the Town.

Planning Commission and Town staff should refer to the goals and policies in their review of any land use matter addressed by the Planning Commission.

In order to provide a thumbnail sketch of what is included in the Comprehensive Plan, the community’s goals are listed below. Please refer to the issue-based Chapters for more detailed policies that were developed for the seven plan components.

COMPREHENSIVE PLAN GOALS

COMMUNITY CHARACTER

Goal 1: Support a sense of community through positive interaction with other internal and external organizations that makes Eaton such a desirable place to live.

Goal 2: Improve the overall image of the Town of Eaton.

Goal 3: Develop “gateways” into Eaton that will strengthen the identity of the Town and create a strong, favorable visual impression for those entering Eaton.

Goal 4: Improve the appearance and vitality of downtown Eaton.

ENVIRONMENTAL ISSUES

Goal: New development shall acknowledge, respect and incorporate existing environmental constraints and opportunities to ensure that the natural and manmade environments of the Eaton area are preserved and enhanced.

Air Quality

Goal: Implement measures to ensure that Eaton is attempting to improve regional air quality.

Water Quality

Goal: Ensure that development does not adversely affect water quality or interfere with the Town's future ability to provide water to new and existing residents.

Hazardous Waste

Goal: Protect the citizens of Eaton from unhealthy exposure to hazardous wastes.

Prime Agricultural Lands

Goal: Support the preservation of prime agricultural lands outside the Town of Eaton urban growth boundary.

COMMUNITY SERVICES

Parks, Recreation and Open Space

Goal: Ensure that parks and recreational spaces are improved and expanded to reflect population growth and composition and user demand.

Goal: The Town will strive to work with the Recreation District to ensure excellence and access to health and wellness programs.

Schools

Goal: Work with the school district to maintain the high level of elementary and secondary education provided in the Eaton community.

Police and Fire Protection

Goal: Ensure that adequate police and fire protection is provided throughout the Town of Eaton.

PUBLIC IMPROVEMENTS

Goal 1: Maintain and enhance the level of public infrastructure improvements to existing and future residents and businesses.

Goal 2: Mandate adequate public improvements prior to or concurrent with new development.

Goal 3: Develop a Capital Improvement Program for all infrastructure which would be reviewed annually during the budget process by the Town Trustees.

Transportation

Goal: Provide and maintain a transportation network that provides an adequate level of service for existing residents and businesses.

Goal: Establish a long-range transportation plan that will, using existing and proposed streets, accommodate motor vehicle users, pedestrians and bicyclists.

Goal: Support the development of alternative transportation modes in the Town of Eaton that will contribute to improvements of the region's air quality and enhance usage by all citizens

Water and Sewer Services

Goal: Assure the adequate and efficient provision of water and sewer services to existing and new development.

Storm Drainage

Goal: Assure that storm drainage from existing or new development does not negatively affect the community.

HOUSING

Goal 1: Ensure the continuation of Eaton's commitment to providing a variety of residential units, both in terms of price and type of unit. This commitment to housing diversity would allow households with different incomes and needs to live in Eaton.

Goal 2: Encourage and maintain high-quality residential environments.

ECONOMIC DEVELOPMENT

Goal 1: Develop a business environment that creates a healthy local economy and is supported by the community.

Goal 2: Encourage additional retailing opportunities within the community to increase convenience and to minimize the loss of consumer dollars to surrounding towns.

Goal 3: Incorporate support of existing businesses in any economic development strategy.

Goal 4: Encourage desirable non-polluting industrial development.

Goal 5: Invest in the image of industrial and commercial areas to demonstrate the Town's dedication to providing quality opportunities to potential businesses.

GROWTH OF THE TOWN

Goal 1: Ensure that the growth of Eaton occurs in a planned and logical manner.

Goal 2: Strive to prevent the Town of Eaton from becoming a bedroom community by supporting development that provides a place where citizens can live, work, shop and recreate.

Goal 3: Implement policies that will allow Eaton to maintain its identity as a separate freestanding community.

Goal 4: Require, to the greatest extent possible, that new development provide for its fair share of infrastructure improvements to avoid creating a fiscal burden for existing residents, landowners or businesses.



SECTION 1: PLAN SUMMARY

SECTION 2: Overall Goals for the Town Of Eaton

OVERALL GOALS FOR THE TOWN OF EATON

The Comprehensive Plan for the Town of Eaton is intended to be a statement of the collective vision for Eaton's future. The goals and policies within the plan define the values that are important to the community. Each of these were developed through confidential interviews of area residents, public forums and advisory group workshops. These overall goals set forth our intent and describe our mission.



To achieve this future vision, all programs, projects, activities, policies and regulatory standards within the Town of Eaton, whether private or public, should be designed to meet the following Overall Community Goals:

1. *Preserve a sense of community, high quality schools, a sense of safety, and a sense of history.*
2. *Allow planned growth, high quality and affordable housing, and sustainable growth.*
3. *Encourage the maintenance and improvement of existing commercial and industrial businesses.*
4. *Encourage a balance of new commercial and industrial development that will serve the community's needs.*

5. *Encourage new jobs to keep the economy balanced and provide opportunities for those who wish to live and work in the community.*
6. *Enhance the provision of local services, including those provided by local government or the private sector.*
7. *Enhance the existing community programs that make the Eaton community strong, and assure that this sense of community remains strong.*
8. *Promote affordable and comfortable housing for senior citizens and maintain the related programs that support them.*
9. *Avoid land uses and development activities that damage Eaton's environment and its community resources.*
10. *Eliminate any environmental contamination of abandoned buildings and related land uses.*
11. *Manage the growth that is likely to occur in the Eaton community and develop and maintain the new and the existing infrastructure that will serve that growth.*
12. *Work with other community agencies and organizations to solve issues, plan for future growth, and build the best possible Town.*

Section 3: Community Character

WHAT IS THE CHARACTER OF EATON?

Community character is about how a community looks and feels to its residents and visitors. It has to do with the tangible natural physical features of the community (the buildings and infrastructure) as well as the intangible trait of whether residents feel a strong sense of community. The citizens of Eaton expressed time and again during the development of this Plan



that one of the things they valued most was the Town's sense of community and the friendliness, kindness, and generosity of its people. They also value the provision of public services and the responsiveness of the local government to provide excellent police and fire protection, well maintained parks and streets and a strong working relationship with the school district.

This Comprehensive Plan cannot guarantee feelings of friendliness, caring and commitment to the community. However, as the community grows, the Plan can help guide that growth in a way that promotes the preservation and the provision of many of the things that people value about "small town living" in Eaton. Throughout other sections of this Plan, there are goals and policies intended to preserve Eaton's sense of character including, but not limited to, protecting the environment, providing efficient public services, continuing to provide high quality parks and schools in convenient locations, and maintaining the safe pedestrian connections throughout the town. In addition, to those goals and policies, the following focus on specific aspects of the physical layout and location of community elements.

GOALS AND POLICIES

Goal 3.1 Encourage new residential areas to blend in with existing neighborhoods.

Policy 3.1.1 New development that is located adjacent to existing development should extend the existing street and pedestrian networks into the new project.

Policy 3.1.2 New development should provide convenient access to existing activity centers in town, including parks, schools and the existing downtown retail district.

Goal 3.2 Maintain and improve where necessary the image of the Town of Eaton.

Policy 3.2.1 Maintain the requirement for all new development to screen service and trash areas from public view.(ref. Ord. 480)

Policy 3.2.2 Require new development to pave and landscape parking lots (which includes trees and shrubs) and include pedestrian crossings that are clearly differentiated from the rest of the parking surface.

Policy 3.2.3 Continue guidelines that require all site designs to incorporate landscaping and the planting of street trees along all roads contained within and adjacent to the site.(ref Ord. 480)

Policy 3.2.4 Institute zoning regulations that require all development to continue in a manner that respects the desired character of the community.

Policy 3.2.5 Require new utility lines to be located underground.

Goal 3.3 Develop entrances or “gateways” into Eaton, which will help to strengthen the identity of the Town and create a strong, favorable visual impression for those entering Eaton.

Policy 3.3.1 The intersection of U.S. 85 and Collins St. should be developed as the primary southern gateway into Eaton. The gateway should include monument signs, landscaping, and public directional signs.



Policy 3.3.2 Additional secondary gateways should be developed on the northern end of Town at the intersection of U.S. 85 and County Road 76 and at the west end at the intersection of Collins St. and Fall Line Rd. (WCR 74 & 35)

Goal 3.4 Support the sense of community that makes Eaton such a desirable place to live.

Policy 3.4.1 Continue to support, in cooperation with local businesses, community events (such as Eaton Days).

Policy 3.4.2 Cooperate with existing civic organizations, such as the Sertoma Club and the Lion’s Club, and encourage the formation of additional civic organizations.

Goal 3.5 Improve the appearance and vitality of downtown Eaton.

Policy 3.5.1 Continue to encourage redevelopment of structures in downtown Eaton.

Policy 3.5.2 Encourage facade improvements by making business owners aware of the potential funding sources.

Policy 3.5.3 Enhance the character and pedestrian-friendly environment of downtown Eaton through the planting of street trees, the installation of benches, pedestrian scale lighting, and the development of better signage and information systems.

Policy 3.5.4 Require new development occurring adjacent to the existing town core to continue as a multi-use, pedestrian-oriented center for government, service, and financial, social, cultural, retail and entertainment facilities. Requiring the following will aid in maintaining and building upon the town's commercial core:

- Extending the street grid and the existing sidewalk alignment;
- Determining the desired design elements, such as street light fixtures, pedestrian light fixtures, benches, and trash receptacles, to be used in the commercial core and installing the same design elements in both the old and new sections; and,
- Requiring businesses to provide, whenever possible, direct access from the sidewalk to ensure that both the pedestrian and automobile are acknowledged and respected.



Section 4: Environmental Issues

WHAT ARE THE ENVIRONMENTAL ISSUES FACED BY THE TOWN OF EATON?

Land use development can have both positive and negative impacts on the environment and vice-versa. Environmental resources help define the character of the community. For example, in Eaton, air and water quality are resources the residents value and wish to protect. Providing efficient transportation systems and not allowing polluting industries are two ways the Town can work to protect its resources. The Eaton Draw floodplain is another resource that provides wildlife habitat along its riparian ecosystem. Development that encroaches on Eaton



Draw can have a negative impact on this resource; however, with sound land development practices it can also be protected and incorporated into development projects.

The residents of Eaton are concerned about the preservation of wildlife habitat, riparian corridors, and wetland areas. They also want to encourage proper handling of hazardous wastes and avoid excessive depletion of natural resources.

CONSTRAINTS TO DEVELOPMENT

In many communities, the physical environment poses significant limitations on what can be developed and where it can be developed. Unstable slopes, poor soil conditions, geologic hazards and wildfire hazards can be major determinants of land uses in many locations. Eaton has very few known natural conditions that are significant physical constraints to development or that influenced the development of the future land use plan. One exception is the Eaton Draw 100-year floodplain.

“Eaton has very few known natural conditions that are significant physical constraints to development or that influenced the development of the future land use plan.”

Flood Plain

The flood plain associated with the Eaton Draw is the Town of Eaton’s most significant physical environmental constraint. Map 3 depicts the location of the flood plain. This Comprehensive Plan calls for the land within the Eaton Draw floodplain to remain as open space. The Eaton Draw floodplain open space might either be part of a public park/open space system or incorporated into adjacent development (but left undisturbed).

Oil and Gas Wells

A minor constraint to development is the presence of oil and gas wells, scattered throughout the urban growth area boundary. Development in areas with productive wells requires sensitive site design (including significant setback requirements) and complex land transfer issues, as a result of the partitioning of the mineral and surface rights.

ENVIRONMENTAL GOALS AND POLICIES

Listed below are specific policies that expand upon the goals set forth in Component 1 of the General Comprehensive Plan Goals.

Goal 4.1: New development shall acknowledge, respect and incorporate existing environmental constraints and opportunities to ensure that the natural and manmade environments of the Eaton area are preserved and enhanced.

Policy 4.1.1: Identify and preserve desirable natural features such as riparian corridors, wetlands and stands of trees.

Policy 4.1.2: Discourage the re-grading and channelization of the Eaton Draw 100-year floodplain.

Policy 4.1.3: Prohibit the development of permanent structures within the floodway.

Policy 4.1.4: Maintain an open space corridor along Eaton Draw, which provides wildlife habitat and other natural amenities for the community.

Policy 4.1.5: Preserve all regulated wetland areas within the planning area. If removal of wetlands does occur, require the replacement of those wetlands in accordance with the U.S. Army Corps of Engineers requirements.

Policy 4.1.6: Ensure adherence to screening and buffering standards for oil and gas facilities in cooperation with oil and gas companies and when possible incorporate them into the open space network.

Policy 4.1.7: Cooperate with local businesses and industries to ensure compliance with environmental regulations and pollution standards.

Air Quality

Goal 4.2: Implement measures to ensure that Eaton is working towards improving regional air quality.



Policy 4.2.1: Encourage the use of alternative modes of transportation and discourage sprawl to limit the number of vehicle miles traveled by adhering to the sound land use planning techniques outlined in this Plan.

Policy 4.2.2: Ensure that new industry is non-polluting and that existing industries comply with the standards established in the Clean Air Act.

Hazardous Wastes

Goal 4.3: Protect the citizens of Eaton from unhealthy exposure to hazardous wastes.



Policy 4.3.1: Promote the cleanup of contaminated buildings and properties.

Policy 4.3.2: Educate Eaton citizens regarding the importance of the proper handling and disposal of hazardous wastes.

Water Quality

Goal 4.4: Encourage water conservation.

Policy 4.4.1: Promote water conservation techniques including the use of native species and drought tolerant plant materials in landscape design and construction. Make these resources available to the residents of Eaton as well.

Policy 4.4.2: Encourage the use of non-potable water for irrigating parks and open space.



Policy 4.4.3: Implement watering restrictions on residential, commercial and community property as needed when conditions warrant.

Goal 4.5: Ensure that new development does not adversely affect water quality and does not interfere with the Town's future ability to provide water to new and existing residents.

Policy 4.5.1: Review all proposals to ensure that the development will conform to appropriate water quality control standards.

Prime Agricultural Lands

Goal 4.6: Support the preservation of the prime agricultural lands that surround the Town of Eaton's Urban Growth Boundary.

Policy 4.6.1: Support the intergovernmental agreement with Weld County that ensures that prime agricultural lands outside of Eaton's urban growth boundary remain zoned agricultural.



Urban Forest

Goal 4.7: Support the planting and maintenance of urban forests.

Urban forests are one of Eaton's greatest resources. Trees can remove air pollution, reduce household energy consumption by providing shade in summer and

Town of Eaton, Planning Commission and Staff

allowing the sun though in winter and provide refuge for urban wildlife. Eaton should strive to continue to encourage residents to use a wide variety of trees as part of the landscape and should require trees as part of landscaping requirements for future developments including parking lots and perimeter treatments.



SECTION 5: COMMUNITY SERVICES

Section 5: Community Services

PARKS AND OPEN SPACE

The Town of Eaton currently has approximately 56 acres of parkland ranging from the new 2-acre Town Square to the 15-acre park at Eaton Commons. A complete breakdown of parkland is as follows:

Parks	Acreage
Hawkstone Park	11.6
Centennial Park	3.2
Eaton Town Park	2.9
Railroad Park	1.4
Old Tower Park (Elm & 5 th)	0.2
Eaton Commons Park	15.5
Benjamin Eaton Memorial Park	1.7
Maplewood Park	7.0
Governor's Ranch Park	4
Aspen Meadows Park	7.1
Town Square	2

SCHOOLS

The district boundaries of the Eaton School District RE-2 cover over 200 square miles and include Eaton, Galetton, and a portion of the unincorporated area of central Weld County. The school district has 2 elementary schools, a middle school, and a high school in Eaton. Estimated enrollment figures for the 2017-2018 school year are as follows:

Type of Education	Number enrolled, 2017-2018	Projected Number, 2018-2019
High School	544	554
Middle School	486	496

Elementary Schools (including Galeton)	883	893
---	-----	-----

Eaton's schools are a source of community pride. The Town Board and School District have committed to a healthy working relationship in order to address growing population concerns and impacts on our schools.



POLICE PROTECTION



The Eaton Police Department serves all areas within the existing jurisdictional boundaries of the Town. The Department responds to situations outside the Town boundaries only when requested by another agency (e.g. State Highway Patrol) pursuant to a mutual aid agreement.

Currently, the police department has a full-time staff of 12, including the Chief of Police, two sergeants, six officers, community service officer, and two support staff.

The police department is currently located at 224 1st street with plans to expand into the east side of the building to meet growing needs.

FIRE PROTECTION

The Eaton Fire Protection District encompasses roughly 64 square miles. The District is protected by staff of 44 individuals: A full time Chief, office manager, training officer, fire marshal, special operations chief, along with 38 other paid and volunteer firefighters.

The Eaton Fire Protection District has achieved an insurance rating of 3 or 4 in town and a rating of 10 in the surrounding rural areas. In rural areas, the department has entered into mutual aid agreements with surrounding departments to provide water and support when requested.

The Eaton Fire Protection District is located at 50 South Maple Ave.



GOALS AND POLICIES

The following is an outline of specific policies that expand upon the goals set forth in Component 3 of the General Comprehensive Plan Goals.

Parks, Recreation and Open Space Goals and Policies

Goal 5.1 Continue to provide the citizens of Eaton with a system of high quality parks.

Policy 5.1.1 Maintain the existing city parks as a major focal point in the community.

Policy 5.1.2 When locating and designing new parks and open spaces, incorporate natural features, such as floodplains, irrigation canals, wildlife habitat areas, and areas with views of the Front Range, in park design and construction.

Policy 5.1.3 Work with Weld County and other surrounding communities to establish a regional park and open space network.

Policy 5.1.4 Work with the communities of Windsor and Severance to develop the Great Western Trail along the old railroad right-of-way connecting the towns.

Policy 5.1.5 Pursue development of a trail system within the community connecting subdivisions to parks, school facilities and retail areas.

Goal 5.2 Further enhance community facilities and recreational opportunities for persons of all ages and abilities.

Policy 5.2.1 Involve citizens and user groups in all aspects of parks and recreation planning and implementation.

Goal 5.3 Ensure that park and recreational services are improved and expanded to reflect population growth and composition and user demand.

Policy 5.3.1 As the population of Eaton increases, continue to provide adequate park and recreation facilities by developing additional parks and open space lands.

Policy 5.3.2 Use the established a park land dedication requirement (or fees in lieu of) for new residential development to provide for neighborhood and community parks.

Policy 5.3.3 As the town grows, consider increasing the park land dedication requirement to accommodate a larger regional park.



Schools Goal and Policies

Goal 5.4 Support the School District's efforts to maintain the high level of elementary and secondary education provided in the Eaton community.

Policy 5.4.1 Assure new development provides an equitable school land dedication requirement or in-lieu contribution.



Policy 5.4.2 Ensure that future school sites are designated and reserved to accommodate new residential growth.

Policy 5.4.3 Work with the RE-2 school district to ensure new school sites are located in close proximity – within walking distance – to residential areas.

Policy 5.4.4 Continue to cooperate with the RE-2 school district to share school and community facilities.

Police and Fire Protection Goal and Policies

Goal 5.5: Ensure that adequate police and fire protection is provided throughout the Town of Eaton to ensure public safety.

Policy 5.5.1 Strive to ensure that law enforcement and fire department response times meet or exceed national standards for similarly sized communities.

Policy 5.5.2 Conduct a review and analysis of crime statistics and law enforcement expenditures on an annual basis to determine where improvements can be made.



Policy 5.5.3 Adhere to the formal referral process with the Eaton Fire Protection District and Police Department to ensure that new development can be adequately served by these entities.

Policy 5.5.4 Maintain a water supply system sufficient to support volume and pressure requirements for adequate fire flow throughout the community.

Policy 5.5.5 Hold regular meetings to update and coordinate with the police and fire departments.

SECTION 6: PUBLIC IMPROVEMENTS

Section 6: Public Improvements

The Town of Eaton is responsible for maintaining the existing system of public improvements including streets, water supply, sanitary sewer and storm drainage. As new development occurs within the urban growth boundary, these systems must be extended and/or improved.

TRANSPORTATION

The local and county street systems and the State Highway system currently serve the Town of Eaton. A local primary street network moves traffic from neighborhoods to destinations (such as shopping, schools, and recreation facilities) and connects to the county and state system. A secondary system of collector streets and regional serving roads are the Weld County Roads (WCR's) that generally follow a grid corresponding to the Weld County section lines.

An important element in developing an efficient roadway system is the definition of the functional classification of streets and highways within that system. The purpose is to establish a hierarchy of roadways to serve various functions and levels of demand. Based on this hierarchy, appropriate design principles and standards can be defined and developed.



Roads primarily serve two functions: access and mobility. The degree to which a street is expected to provide one or both of these functions determines its classifications. Eaton's transportation system contains the following road classifications:

Major and Minor Arterial Roadways: Arterial roads serve the major activity centers in a region, support the highest traffic volumes and the longest trip destinations. Arterials are typically composed of a minimum of four through lanes. An arterial accommodates the majority of trips entering and leaving the community. Access to abutting land is subordinate to the provision of travel service and therefore some access control is desirable. In Eaton, the major and minor arterial roadways are U.S. Highway 85, Collins Street (WCR 74), WCR 76, WCR 35, WCR 37, and WCR 39. A CDOT corridor study recommends limiting full movement intersections to the one-mile grid system. These recommended locations are depicted on the Planning Framework, Map 3.

Collector Roads: Regional and community collector roads serve a similar purpose as arterials, but are slightly limited. Collectors specifically carry traffic from one portion of the community to another. In the Eaton planning area, the regional collectors are within the one-mile County grid system and connect the County to neighboring communities. Roads serving as regional collectors for the Eaton Township are 5th Street, Colorado Parkway, Benjamin Drive, Juniper Avenue, Eagle Drive, and Mountainview Drive (See the Planning Framework, Map 3). As the community grows,

Town of Eaton, Planning Commission and Staff

it is anticipated that additional streets will serve as community collectors. These streets will connect neighborhoods within Eaton, but are not expected to become major routes in and out of the town.

Local Streets: The remaining streets in Eaton are classified as local streets. These streets provide direct access to adjacent land and access to the higher roadway system. These streets offer the lowest level of mobility and service to through traffic is deliberately discouraged.

WATER AND SEWER SERVICES

The Town of Eaton purchases treated water from the North Weld County Water District (N.W.C.W.D.) through two master meters. These master meters feed the town's water tanks. The town is working with other cities, towns, and water providers on a regional water storage project to ensure the town has a secure water supply.



The Town's sewage treatment plant is located just south of Collins Street on the east side of town. This plant is an Aero-Mod facility which has a capacity of 750,000 gallons per day. In addition, facilities at the plant are oversized to allow expansion in the future to a total of 1,500,000 gallons per day to allow for new growth.



STORM DRAINAGE

Storm drainage in the Town of Eaton is collected by a system of underground storm sewers (as well as surface flow). Eaton Draw is the natural receiving area of storm drainage for most of the existing town and planning area. Regardless of the ultimate destination for storm water, new development must be managed to minimize the effect of the increased runoff that occurs as properties are developed.

GOALS AND POLICIES

The following outline of goals and policies provides a more detailed interpretation of the goals set forth in Section 1.5, The Overall Comprehensive Plan Goals.

General Goal and Policies

Goal 6.1 Maintain and enhance the level of public improvements to existing and future residents and businesses.

Policy 6.1.1 Develop a Capital Improvement Program for all existing infrastructure to be reviewed annually during the budget process.

Policy 6.1.2 Consider the Capital Improvement Program during the review of any new development or redevelopment project in Eaton.

Policy 6.1.3 Require that adequate public improvements are provided prior to or concurrent with new development.

Town of Eaton, Planning Commission and Staff

Policy 6.1.4 Pursue grants or low interest loans for the construction or acquisition of capital improvements that are not required of the development community.

Transportation Goals and Policies

Goal 6.2 Provide and maintain a transportation network that guarantees an adequate level of service to existing residents and businesses.

Policy 6.2.1 Extend and improve the transportation network to accommodate new growth while maintaining existing levels of service.

Goal 6.3 Establish a long-range transportation plan that will, using existing and proposed roads, accommodate motor vehicle users, bicyclists, and pedestrians.

Policy 6.3.1 Establish a street network to identify future roadway corridors and ensure future right-of-way is available when necessary.



Policy 6.3.2 Maintain and administer street construction standards that meet minimum Town requirements, while allowing for some flexibility in the design of planned developments.

Policy 6.3.3 Cooperate with Weld County to coordinate improvements to the area's transportation system.

Policy 6.3.4 Work with the Colorado Department of Transportation (CDOT) to develop access management policies for Highway 85 to ensure that CDOT understands and responds to Eaton's concerns regarding this issue.

Goal 6.4 Support the development of alternative transportation modes in the Town of Eaton to address the needs of all citizens – young and old and to contribute to the improvement of the region's air quality.

Policy 6.4.1 Explore the possibility of providing van service on a regular, but limited basis, to and from Greeley. As an alternative or in addition, assist in establishing a ride-share program to provide transportation for those in the community who cannot or do not desire to drive and encourage carpooling for those who commute daily to Greeley.

Policy 6.4.2 Assure that safe and convenient pedestrian/bicycle corridors, that connect different neighborhoods and community facilities (parks, recreation facilities and schools), are preserved and improved.

Policy 6.4.3 Incorporate adequate pedestrian/bicycle paths, through the better use of sidewalks, the striping of lanes in existing and future streets, or by planning construction of separate paths in new developments.

Policy 6.4.4 Develop a bicycle/pedestrian trail system that takes advantage of natural features, connects important



Town of Eaton, Planning Commission and Staff

community facilities and knits the old and new portions of the community together.

Policy 6.4.5 Develop the portion of the old Great Western Rail Line which lies within the Town as part of the pedestrian/bicycle network and cooperate with the towns of Windsor and Severance to develop the remainder of the rail line as part of the regional trail system.

Policy 6.4.6 Incorporate a pedestrian/bicycle path into the Eaton Draw open space corridor, as is recommended within this Plan.

Water and Sewer Services Goal and Policies

Goal 6.5 Assure the adequate and efficient provision of water and sewer services to existing and new development.

Policy 6.5.1 Update the Town's water and sewer system master plan (as is necessary) to assure existing levels of service are maintained and extension of service conforms to the Future Land Use Plan.

Policy 6.5.2 Administer, and update when necessary, minimum water and sewer construction standards.

Policy 6.5.3 New development should only be approved if adequate capacity levels for water delivery and sewage treatment systems can be confirmed.

Policy 6.5.4 Prior to any new annexations, the Town shall require dedication of additional raw water rights sufficient to serve the newly annexed area. Raw water supply shall be dedicated or transferred prior to development.

Policy 6.5.5 The use of septic tanks to serve any new development within the Urban Growth Boundary is prohibited if municipal sewer service is available.

Policy 6.5.6 New annexations should be encouraged to provide a dual water system for residential and commercial use whereby non-potable water will be used for irrigation and potable water will only be used for human consumption and indoor uses.



Storm Drainage Goal and Policies

Goal 6.6 Assure that storm drainage from existing or new development does not negatively affect the community.

Policy 6.6.1 All new development shall be required to manage the additional storm water it creates per adopted development standards.

Policy 6.6.2 The Town's storm drainage policies shall be maintained, and amended if necessary, to assure that all storm water is managed in a way that no adjacent properties or Town facilities are negatively affected.

Section 7: Economic Development

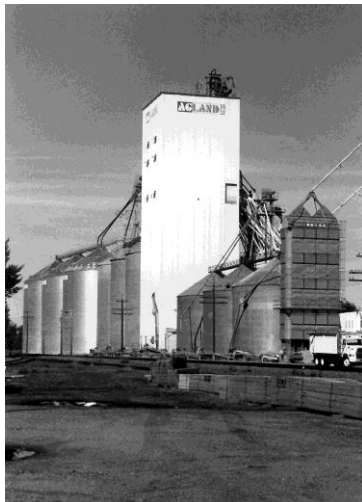
EATON'S ECONOMY

The Town of Eaton's economic base is comprised of a combination of retail businesses, professional services and industrial employers.

The retail and professional service businesses are located primarily in the downtown core, along U.S. Highway 85 and in the new Maplewood center south of Collins Street. The Town's retail businesses offer basic convenience goods; however, because the retail base is limited, many town residents find it necessary to travel out of town to fulfill many of their shopping needs.

"...because the retail base is limited, many town residents find it necessary to travel out of town to fulfill many of their shopping needs."

The Comprehensive Plan recommends an expansion of commercial uses to assure residents of Eaton can fulfill most of their retail shopping needs within their own community. If new residential development takes place to the north, new commercial development is recommended in the vicinity of Weld County Road 76 and U.S. Highway 85 as well as near the west edge of town near Collins St and Fall Line Road (WCR 35).



The major industrial employers are located east of U.S. Highway 85 along the railroad corridor between East Collins and 4th Streets. A large platted industrial park is located south of East Collins Street between U.S. Highway 85 and Christensen Avenue (WCR 39). Approximately 210 acres of the industrial park remains undeveloped extending southward to WCR 72. The Plan recommends full development of this industrial park.

It is the intent of this Plan to encourage a balance of new commercial and industrial development. As the town grows, new commercial and industrial development will provide shopping and employment opportunities to the residents of Eaton. In addition, this development will strengthen the tax base, allowing

the Town of Eaton to collect the necessary revenues to fund sufficient public services.

GOALS AND POLICIES

Goal 7.1 Develop a business environment that creates a healthy local economy and is supportive of the community.

Town of Eaton, Planning Commission and Staff

Policy 7.1.1 Continue to work with existing businesses and businesses seeking to locate in Eaton to further the downtown's role as a multi-use, pedestrian-oriented center for governmental, service, financial, social, cultural, retail and entertainment facilities.



Policy 7.1.2 The Town should work closely with the Chamber of Commerce to coordinate business development efforts.

Policy 7.1.3 Promote and encourage the start-up of local businesses.

Policy 7.1.4 Work with the Upstate Colorado Economic Development to ensure that Eaton is considered when businesses and industries are seeking to locate in the area.

Policy 7.1.5 Improve the image of existing retail and both old and new industrial areas to demonstrate the Town's commitment to quality.

Goal 7.2 Encourage additional retailing opportunities within the community to increase convenience and to minimize the loss of consumer dollars to surrounding towns.

Policy 7.2.1 The Town shall work with businesses and residents to identify and pursue opportunities to bring new businesses into the community that offer a wider range of basic goods and services.

Goal 7.3 Incorporate the support of existing businesses in any economic development strategy.

Policy 7.3.1 The Town will strive to increase awareness of the funding sources available to improve existing businesses and make owners of historic structures aware of the incentives available to preserve and maintain historic structures.

Goal 7.4 Encourage desirable non-polluting industrial development.

Policy 7.4.1 Encourage industrial development to locate within corporate limits and in a manner consistent with the overall growth policies of the Town.

Policy 7.4.2 Implement land use regulations to ensure that new industry is located, designed and operated to minimize impacts on surrounding land uses and the overall image of the community.



Policy 7.4.3 Use the following criteria to determine where industrial land uses locate:

- Industrial uses should have good access to highways and railroads;
- Industrial uses should locate in close proximity to other industries. When industries are grouped together there are fewer negative impacts on other land uses.

- Industrial uses should locate in close proximity to existing or planned infrastructure particularly sewer, water, and electricity. Septic systems should not be used to serve industrial uses. Water must be of an adequate flow and pressure to ensure proper fire protection.

Section 8: Housing

HOUSING IN THE TOWN OF EATON

Eaton's current housing stock is comprised primarily of single-family detached homes with a few duplex and multi-family projects interspersed throughout the community. Housing in Eaton is relatively less expensive than the nearby communities of Windsor and Fort Collins. As the demand for new housing increases, housing costs will increase; therefore, the Comprehensive Plan encourages and promotes a variety of housing types and costs to assure that all residents, both existing and new, can find affordable housing.

GOALS AND POLICIES

Goal 8.1 Ensure the continuation of Eaton's commitment to providing a variety of residential units—both in terms of price and type of unit. This commitment to housing diversity would allow households with different incomes and needs to live in Eaton.



Policy 8.1.1 Create a mix of single-family detached homes, townhomes, condominiums, and apartments in the community.

Policy 8.1.2 Ensure that the zoning ordinance accommodates the development of well-designed higher density housing, including single-family, attached townhouses, and low-rise apartment buildings.

Policy 8.1.3 Encourage higher density housing to locate closer to the Town's core, thus taking advantage of its proximity to community facilities and services.

Policy 8.1.4 Encourage more housing opportunities for seniors seeking to scale-down both in non-assisted living and assisted living facilities. Ensure that this housing is located within walking distance of needed services and amenities such as parks and shopping areas.

Policy 8.1.5 Ensure that the Town's capital improvement program and budget equitably address the infrastructure needs of both old and new neighborhoods.

Goal 8.2 Encourage and maintain high-quality residential environments.

Policy 8.2.1 Ensure that new residential development provides linkages to existing or planned neighborhoods, parks, schools, community facilities, and existing or planned pedestrian corridors.



Policy 8.2.2 Ensure that new public facilities are designed and situated to minimize the negative impacts on existing and planned residential neighborhoods.

Policy 8.2.3 Encourage a mix of uses, which will allow housing developments to be located within a reasonable walking distance to shopping, schools, and parks.

Policy 8.2.4 Ensure that new residential development is compatible with adjacent land uses in terms of:

- general use;
- building height, scale, and density; and,
- traffic, dust, and noise.

Section 9: Growth of the Town of Eaton

INTRODUCTION

This chapter discusses the how the community would like to grow and develop. The Future Land Use Plan has been created based on the following:

- Community desires as discovered in confidential interviews and town meetings;
- An analysis of existing land use and development patterns;
- A survey of the natural and manmade development constraints (e.g. topography, waterways, oil and gas wells, etc.);
- The ease by which services (water and sewer) can be provided; and,
- An examination of regional plans and studies such as the Weld County Comprehensive Plan and CDOT's regional study regarding U.S. 85.

EXISTING LAND USE

A survey of existing land uses was conducted for the Town of Eaton in preparation for this Comprehensive Plan. The following discussion and the Existing Land Use Map (Map 2) illustrate the extent and type of development in the community.

The town of Eaton has roughly 3 square miles within the current jurisdictional boundaries. This land is nearly evenly split between the built environment including residential, commercial, industrial, public, and semi-public facilities, and roads. With the other remaining half being parkland or vacant land.

Residential Land Use

Land used for housing the citizens of Eaton comprises the largest portion of the land. Nearly 95% of all residential use is dedicated to single-family detached housing. The remaining 5% of residential land is single-family attached housing. This category



includes residential uses such as apartments, townhouses, and duplexes. The housing in the older section of town is situated on a grid pattern of streets with relatively small lots. Newer housing has been built west, south, and northeast of town, with a more suburban character – lower density housing served by a curvilinear street network with cul-de-sacs.

Commercial Land Use

Commercial land uses account for 3.0% of the town's total land area. The commercial use category includes both retail and office uses. The vast majority of the town's commercial establishments are located along 1st Street and on the west side of U.S. 85. Newer commercial development has recently been built just south of the existing downtown commercial core on the west side of U.S. 85. The commercial businesses primarily serve community members' convenience needs as opposed to serving the regional market.

***Industrial Land Use***

Industrial uses account for a larger portion of the town's acreage compared to commercial land use. Eaton's industries have chosen to locate in areas with good access to major transportation networks -- the rail lines and U.S. 85.

Public / Semi-Public Land Uses

Public / semi-public land uses consist of schools, parks, and community facilities such as the Town Hall, the community center, the library, the fire station, churches and the cemetery.

***Roads and Rights-of-Way***

Included in this category are U.S. 85, all streets in Eaton, the railroad lines, and the Eaton Draw. An equal area of the land is dedicated to the various rights-of-way in the community.

Vacant Lands

The second largest land use is currently vacant land within the town boundaries. Most of the vacant land is located either in the southern or north eastern parts of the town and are currently zoned for agricultural uses. In the future these areas will be residentially zoned and become home to Eaton's residents.

EXISTING ZONING

Zoning is the fundamental planning tool used by local governments. It attempts to balance the interests of the public (health, safety and welfare) with the rights of property owners. Zoning is the division of land into districts or zones, with regulations for the uses permitted within each area.

Eaton has a zoning ordinance and zoning map (See Map 3). The zoning map shows the boundaries of each zone district. Additional provisions, including but not limited to, dimensional requirements and accessory uses are contained in the zoning ordinance. The Town of Eaton's major zone districts are summarized below:

- **A-1 (Agricultural District)** – Allows the continued current agricultural uses on properties that are newly annexed to the Town until further development plans and zoning are established. This zoning category shall not be available to properties that have been previously zoned.
- **R-1 (Single Family Residential)** – Allows single family residential use at low densities. Also allows public parks, recreation areas, and utility service areas. Other uses are allowed, but require special review.
- **R-2 (Light Density Residential)** – Allows for residential use of light density. Allows any use permitted in the R-1 district and duplexes.
- **R-3 (Medium Density Residential)** –Allows higher densities than those allowed in the R-1 and R-2 districts. Attached dwelling units of four or more, but not exceeding eight dwelling units per lot are permitted in the R-3 zone. Also allows public parks and recreation areas, and utility service areas as well as those uses allowed in R-1 requiring special review.
- **R-4 (High Density Residential)** –Allows dwelling units of four or more units per lot. It also allows public parks and recreation areas, and utility service areas as well as those uses allowed in R-1 requiring special review.
- **C-1 (Neighborhood Commercial)** –Allows small-scale businesses (not to exceed 3,000 sq. ft.) to provide convenience goods and services primarily to residents of a specific neighborhood. Also allows public recreation facilities, community buildings, museums, libraries, public schools, police and fire stations and facilities, and utility service facilities. Other uses are allowed, but require special review.
- **C-2 (Downtown Commercial)** –Allows commercial uses that serve convenience and service needs of present and future residents. Allows retail stores and shops, customer service establishments (e.g. restaurants, beauty shops, dry cleaners), offices, theatres, medical and dental clinics/offices, dwelling units on the 2nd floor and higher in commercial buildings, and utility service facilities. Special review uses are the same as those in the C-1 district.
- **I-1 (Industrial)** – Allows industrial uses that can be conducted indoors thereby minimizing visual impact. Allowable industrial uses include research, repair, manufacturing, fabricating, processing, assembling, or storage. Also permits parking areas, utility service facilities, and public school extension. Other uses are allowed, but require special review.
- **I-2 (Industrial)** – This district allows for essentially the same industrial and special uses in the I-1 zone district if the uses are conducted indoors or screened.
- **I-3 (Industrial)** – Allows for essentially the same industrial and special uses in the I-1 zone district. However, it accommodates those uses that cannot be conducted indoors or properly screened.

- **Planned Unit Development (PUD)** – PUD provisions provide for the planning and development of substantial tracts of land, if the proposed uses are suitable in location and character, and unified and integrated in accordance with detailed development plans. They require a heightened level of review by Town staff and officials.

THE LAND USE PLANNING FRAMEWORK

In developing the future land use plan, certain assumptions were made that build upon the positive aspects of the community, acknowledge existing conditions, and consider future transportation planning. Together, these assumptions establish the Planning Framework, depicted in Map 4. The framework provides the parameters within which the Land Use Plan was developed. The following are the components that make up the Planning Framework:

- **100-year Flood Plain** – The area along Eaton Draw subject to flooding is a natural constraint to development that determined the recommended use of the land in the Land Use Master Plan.
- **Irrigation Ditches and Laterals** – These manmade features are an important part of Eaton's agricultural heritage and should be preserved to the extent that safety and adequate drainage can be maintained as new development occurs.
- **Mile Grid Spacing of County Roads** – As Eaton's jurisdictional boundaries expand, the mile grid spacing of county roads should be preserved.
- **Expand Grid System of Downtown** – Downtown Eaton's grid system is an existing benefit. A grid system of roadways ensures connectivity and will help knit together the old and new sections of town. It also preserves the pedestrian nature of the older section of Town and encourages adjacent new development to share that benefit.
- **Extend Collector Roads into Adjacent Lands** – This is another mechanism to ensure connectivity between neighborhoods and between other adjacent land uses. Roads of all classifications should connect to maximize both auto and pedestrian mobility. At a minimum, ensure that as the Town's boundaries expand, existing collectors are extended.
- **Identify Downtown as a Focal Point** – Historically, the downtown area has been a multi-use, pedestrian-oriented center for government, service, financial, social, cultural, retail and entertainment facilities. Reinforcing this role aids in preserving the Eaton's small town atmosphere.
- **Focus Pedestrian Traffic on School Campus** – The pedestrian framework recommended in this plan has the school campus as its focal point. Major pedestrian corridors feed into the school campus.
- **Full Movement Traffic Crossings Along U.S. Highway 85** – CDOT has conducted a planning study for U.S. Highway 85. One of the study's



Town of Eaton, Planning Commission and Staff

major objectives was to limit access along U.S. Highway 85. With that in mind, suggested locations of full movement traffic crossings were incorporated into the planning framework to help determine appropriate land uses at those sites.

The Land Use Plan (Map 4) represents a synthesis of the current trends and conditions in the community, the goals and policies agreed upon by the community, and the principles related to efficient use of the land and compatibility of land uses. The Plan allocates various general land uses throughout the urban growth boundary, within which the community has determined to be appropriate for development. The land uses include residential use of varying densities, areas of mixed use, and non-residential uses (commercial/industrial/public).

THE COMPREHENSIVE PLANNING AREA

The Eaton Comprehensive Plan boundaries are shown on Map 5. The Comprehensive Plan extends beyond the current municipal boundaries and establishes an Urban Growth Area (UGA) boundary. *Outside* of the UGA, this Plan recommends a continuance of the existing non-urban agricultural uses. More intensive urban and suburban uses should only be allowed *inside* the UGA. (It is the intent of this Plan to allow current agricultural uses located within the UGA to continue as long as the respective landowners wish).

THE FUTURE LAND USE PLAN WITHIN THE UGA

As stated above, more intensive land uses are only appropriate with the Urban Growth Area. Map 4 represents a synthesis of current trends and conditions in the community, the various goals and policies in this Plan, and principles related to efficient use of land and compatibility of land uses. The Land Use Plan allocates various general land uses throughout the UGA. The land uses include residential (at various maximum densities), mixed use areas of retail, office and residential and non-residential uses including commercial, industrial and public uses.

The following describes the intent of each land use category:

Agricultural (AG)

The areas designated *Agricultural* in the Planning Area (and outside the Urban Growth Area) should remain as agricultural and should not be annexed into the Town of Eaton.

Suburban Residential (SR)

The *Suburban Residential* land use category promotes residential uses at gross densities not to exceed 2.5 units per acre. Uses within this area can include single-family detached and single-family attached residential uses (such as duplexes, tri-plexes, four-plexes and townhomes) and accessory uses, as permitted in the residential zone districts. In addition, this use category can, and should, also accommodate parks, schools, daycare facilities, preschools, churches, private recreational facilities and home occupations as allowed by the approved zone district.

New Town Residential (NT)

The *New Town Residential* designation recommends residential uses with a maximum density of 4.5 units per acre. This density is similar to the density in the residential neighborhoods west of Juniper Avenue between 5th and Collins Streets. Uses within this area can include single-family detached residential and single-family attached uses (such as duplexes, tri-plexes, four-plexes and townhomes) and accessory uses that may be permitted in the respective zone district. In addition, this use category can, and should, also accommodate parks, schools, daycare facilities, preschools, churches, private recreational facilities and home occupations as allowed by the approved zone district.

Original Town Residential (OT)

The *Original Town Residential* areas recommend residential uses with densities not exceeding 6.5 units per acre. This density is similar to the density of some of the original residential neighborhoods bounded by Oak and Juniper Avenues and 5th Street and Collins Street. Uses within this area can include single-family detached residential and single-family attached uses (such as duplexes, tri-plexes, four-plexes and townhomes) and multi-family apartment or condominium units, as well as accessory uses that may be permitted in the respective zone district. In addition, this use category can, and should, also accommodate parks, schools, daycare facilities, preschools, churches, private recreational facilities and home occupations as allowed by the approved zone district.

Mixed Use (MU)

The *Mixed Use* area is intended to serve the neighborhood and the community with retail, office, service commercial and public uses. In addition, higher density residential uses can also be incorporated into these use areas. Residential uses should be at least 6.5 units per acre but no more than 15 units per acre. In these mixed use areas, special care should be taken at the time of zoning to assure convenient and safe pedestrian circulation, adequate buffers between unlike uses, similar landscape and streetscape design and coordinated vehicular access.

Commercial/Industrial (CI)

The *Commercial/Industrial* land use areas are intended to accommodate retail, including “highway commercial” uses that are oriented to the highway and highway users, service commercial, and light, medium and heavier intensity industrial uses. However, new heavy industrial uses are discouraged in areas immediately adjacent to U.S. Highway 85 and should be prohibited in areas adjacent to residential uses.

Schools and Other Public Uses (PU) and Parks and Other Recreation (PK)

The *Schools and Other Public Uses* and the *Parks and Other Recreation* areas on the Land Use Plan reflect existing uses at the time of adoption of the plan. These uses are encouraged in all other uses areas in accordance with the location criteria of the providers and the regulation of the underlying zone districts.

Eaton Draw Open Space

The *Eaton Draw Open Space* reflects the general location of the 100 year floodplain of Eaton Draw. The Plan discourages development within the floodplain. The Plan encourages preserving the floodplain as open space.

GOALS AND POLICIES

Goal 9.1 Ensure that the possible growth of Eaton occurs in a planned and logical manner.

Policy 9.1.1 Approve only those rezoning applications that meet the intent of the Map, which recommends the preferred type and pattern of new land uses within the Planning area.

Policy 9.1.2 Ensure that all development requiring urban services (streets, public water, sewer, storm drainage, police and fire protection, etc.) occurs only within the Urban Growth Boundary established in this Plan, and only after annexation into the Town.

Policy 9.1.3 Encourage development to occur first on underdeveloped land within existing Town limits, including currently annexed areas.

Policy 9.1.4 Establish annexation policies that require conformance with this Comprehensive Plan.

Policy 9.1.5 Annex only those properties that can be easily serviced with public services, e.g. water sewer, police and fire protection.

Policy 9.1.6 Discourage the formation of special districts that provide services to development outside the town boundaries.

Policy 9.1.7 Encourage new development to occur first in areas adjacent to existing development in order to maintain the sense of community that exists in the town core, to reduce the cost of providing infrastructure, and to promote more efficient travel patterns.

Policy 9.1.8 Discourage “leap-frog” development of properties not contiguous to the currently developed areas.

Policy 9.1.9 Review the Town’s land development regulations, and modify them if necessary, to encourage the development patterns which enable the efficient provision of infrastructure and services.

Goal 9.2 Strive to prevent the Town of Eaton from becoming a bedroom community by supporting development that aids in providing a place where citizens can live, work, shop and recreate.

Policy 9.2.1 Adhere to the Future Land Use Map which promotes a mix of new residential, commercial and industrial land uses.

Goal 9.3 Implement policies that will allow Eaton to maintain its identity as a separate freestanding community.

Policy 9.3.1 Enforce the policies that govern the Urban Growth Boundary established in this Plan.

Policy 9.3.2 Execute an urban growth boundary intergovernmental agreement with the County to ensure that the desires of the Town are understood when development and annexation proposals are submitted to the County.

Goal 9.4 Ensure that as the community grows, existing residents and businesses are not overly burdened with the cost of new growth.

Goal 9.4.1 Avoid one type of land use bearing an inordinate tax burden by maintaining a balance between residential, commercial and industrial development.

Goal 9.4.2 Strive to increase the tax base in the commercial and industrial areas designated on the Land Use Plan Map in order to finance needed improvements to the Town's infrastructure, public services and amenities.

Goal 9.5 Require, to the greatest extent possible, that new development provide for its fair share of infrastructure improvements, to avoid creating a fiscal burden on existing residents, landowners or businesses.

Policy 9.5.1 Establish a basis for determining the incremental costs associated with new development for each utility service to ensure that new development bears its fair share of utility expansion.

Policy 9.5.2 Maintain and administer an equitable infrastructure cost recovery system.

Section 10: Implementing the Plan

STRATEGIES TO IMPLEMENT THE COMPREHENSIVE PLAN

The Comprehensive Plan provides the vision for Eaton's future. It also contains goals, policies, recommendations, and maps that are a reference source when the Town receives a development proposal. To give the Plan legal and practical effect, however, other actions should be undertaken. These implementation mechanisms are discussed below.

Urban Growth Boundary and Annexation Guidelines

The urban growth boundary (see Map 5) is land that the community has determined to be appropriate for urban growth and annexation. Development outside of the designated urban growth boundary is strongly discouraged.

Annexation Requirements

According to C.R.S. § 31-12-104, the following criteria must be satisfied for property to be eligible for municipal annexation:

- Not less than one-sixth of the perimeter of the proposed annexation area must be contiguous with the annexing municipality. The existence of streets, alleys, rights-of-way, public lands (except county-owned open space), or water bodies between the annexing municipality and the land proposed to be annexed does not affect the calculation of contiguity. Multiple parcels may be included simultaneously to meet the one-sixth-contiguity rule for the purpose of the public hearing requirement and the annexation impact report requirement.
- A community of interest must exist between the territory proposed to be annexed and the annexing municipality.
- The proposed annexation area must be urban or urbanized in the near future. The land to be annexed must be integrated or capable of being integrated with the annexing municipality. Existence of the one-sixth contiguity is a basis for finding that these conditions exist, unless at least two of the following are found to exist by the municipality at public hearing:
 - Less than 50% of adult residents of the area proposed to be annexed use any of the recreational, civic, social, religious, industrial, or commercial facilities of the municipality and less than 25% of these adult residents are employed in the annexing municipality;
 - At least half of the land proposed to be annexed is agricultural, and landowners, constituting at least half of the total land area, state, under

Town of Eaton, Planning Commission and Staff

oath, an intention to devote the land to such agricultural use for at least five years; and,

- It is impractical to extend to the proposed area those urban services the municipality provides to all its citizens and upon the same conditions. This standard does not apply to the extent that any portion of an area proposed to be annexed is, or will be, within the reasonably near future, provided with service by or through a quasi-municipal corporation (e.g. a special district).

Annexation Checklist

To ensure that annexations are in keeping with state statute, the Land Use Plan, and the goals and policies established in this Comprehensive Plan, the Town should require proposed development to meet the following criteria:

- It lies within the urban growth boundary graphically depicted in Map 5.
- It meets the statutory requirements contained within C.R.S. § 31-12-104 and discussed above.
- It conforms to the goals and policies contained in this Comprehensive Plan.

The Town should also work with the county and service providers to ensure that:

- Land eligible for annexation into the Town of Eaton is discouraged from developing in the county.
- An intergovernmental agreement is entered into with Weld County so that the following occurs:
 - Eaton's intentions and preferences for the development within its urban growth boundary are understood and respected;
 - Eaton is apprised of development proposals in this area;
 - All development is serviced in the most cost-effective manner; and,
 - Eaton coordinates its transportation plans with the county.

Zoning Regulations

Zoning regulations are perhaps the most important tool in implementing a Comprehensive Plan. The zoning regulations should be revised to reflect the recommendations contained in this Plan.

“Zoning regulations are perhaps the most important tool in implementing a Comprehensive Plan.”

The regulations establish zones for different types of uses and other development standards. The zoning map should reflect the various land uses and their locations as recommended in the Comprehensive Plan. In addition, zoning requirements such as lot sizes, setbacks, and height limitations should reflect the density and development characteristics recommended in the Plan for different land uses. Zoning regulations put

Town of Eaton, Planning Commission and Staff

the goals and policies of the Plan into regulatory form so that incremental development decisions are consistent with the ultimate vision, the Comprehensive Plan.

Subdivision Regulations

Similar to zoning, the subdivision regulations implement the Comprehensive Plan by establishing the requirements for lot layout, public improvements, land dedications, and engineering. Subdivision regulations establish the process and requirements for creating building lots, and the construction of public improvements such as water and sewer lines and roads. Through the subdivision process, roads and circulation patterns are established, park and school sites are reserved, floodplains and other hazardous areas are set aside and public improvements are constructed. Subdivision proposals should be reviewed for consistency with the Comprehensive Plan so that, for example, road rights-of-way or open spaces are preserved and connect one subdivision to another.

Site Plan Review

Site plan review is another critical process in the implementation of the Comprehensive Plan. This stage of the development review process focuses on site design; specifically, how the structure looks and fits with others in the area, how landscaping effectively hides or accents features of the structure or site, and how the site and building impact surrounding streets, drainage, and buildings. While reviewing a site plan, the Comprehensive Plan should be referenced to ensure that the development conforms to the goals, policies and recommendations contained within the Plan.

Capital Improvements Program

The Capital Improvements Program (CIP) should also be written to implement the goals, policies, and recommendations of the Comprehensive Plan. The CIP is a schedule of major public capital improvements which should organize the capital improvement needs of the Town into a plan for meeting these needs over a fixed time period, usually five or six years. The CIP should identify the project, estimated costs, funding source, and the anticipated year for construction. The CIP identifies capital construction projects for each budget year. Projects usually included in a CIP are roads, bridges, parks, public buildings and facilities, and water and sewer treatment plants or major lines and may involve new construction, repairs, or upgrades. Funding of capital improvements is often times a critical element in the development process. The City should consider impact fees, or other financing methods for capital construction projects.



Additional Actions to Undertake

Additional studies, plans, and actions are recommended throughout this Comprehensive Plan. These studies or plans are beyond the generalized nature and scope of this Comprehensive Plan; but, all are important in addressing issues affecting the future of Eaton. As these plans or studies are prepared, they should be adopted as part of the Comprehensive Plan.

Additional plans, studies, or guidelines recommended are as follows:

- **A Master Plan for the Downtown Area**

- **Landscaping requirements for all development.** Goals and policies of this Plan address establishing and enhancing image and character. All streets should have landscaping which includes street trees. Eaton's commercial and industrial areas would be enhanced by landscape buffering of parking lots from the street, buffering between different uses (such as commercial and residential), and the addition of trees in the interior parking lots. In addition, residential subdivision landscape requirements should be developed.
- **Commercial and residential design guidelines.** Design guidelines can provide guidance in establishing desired attributes of future development or redevelopment.
- **Historic Preservation Plan**

UPDATING THE PLAN

The planning process is ongoing and does not stop when the Comprehensive Plan is completed. The Plan should be updated and revised as new information becomes available or as conditions change. It is recommended that the Comprehensive Plan be evaluated every five years to assess changes in economic conditions, development trends, and citizen attitudes. Periodic updates ensure that the Comprehensive Plan reflects the goals and desires – the vision – of the community.



Town of Eaton, Planning Commission and Staff

APPENDIX 1

Map 1: Regional Setting

Map 2: Existing Land Use

Map 3: Existing Zoning

Map 4: Comprehensive Land Use Plan

Map 5: Planning Boundaries

Map 6: Ease of Accommodating Storm Drainage

Map 7: Ease of Accommodating Water Service

Map 8: Ease of Accommodating Sanitary Sewer Service

Map 9: Town of Eaton Organization Chart